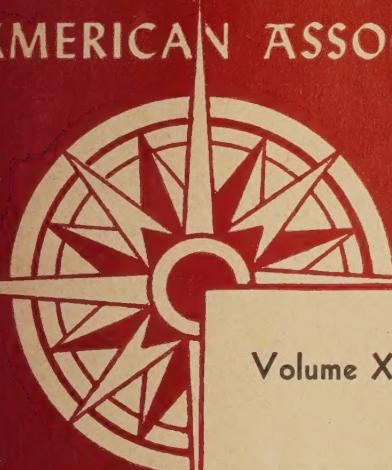


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# THE COMPASS

AMERICAN ASSOCIATION OF SOCIAL WORKERS



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Number 1

SOCIAL WORK IN INDUSTRY

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SERVICE COMMISSION

SCHOOL OF SOCIAL WORK  
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# THE COMPASS

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# Social Work on the Industrial Frontier

BY MARY VAN KLEECK

*Director of Industrial Studies, Russell Sage Foundation*

Articles by Ben Rubenstein in November, 1943, and Elizabeth J. Coyle in January, 1944, presented COMPASS readers with discussions of social work in relation to industry. In this issue, Mary vanKleek analyzes the trends in industrial social work, and two experienced case workers, one of whom is serving industrial workers under the auspices of a union and the other through a counselling service provided by management, describe their jobs.

WAR demonstrates the vital importance of production as a concern of the whole nation. Human relations and conditions in industry, too often regarded in peacetime as the private business of management and unions, are shown to be a central public interest. If they are unsatisfactory, they interfere with production and hence obstruct the war effort. Thus social workers, along with all other citizens, begin to view industrial relations and conditions as an area of community interest. When social workers see a subject as a community problem, they want to do something about it. This alertness to new manifestations of public interest as an area for the practice of social workers' professional skills is a hopeful characteristic of this newest of the professions. The question now emerging is whether this concern with industry is merely an interest of wartime, or whether it is the opening of a new field of peacetime activity.

## INDUSTRIAL COUNSELING

The social worker's interest in industry during this war has been met by industry's interest in the social worker. Management has encountered problems in the community and in family life which have affected workers' output. Absenteeism and other difficulties accentuating the problem of shortage of manpower have led personnel workers to look to social agencies for possible help. Social agencies in many communities have responded effectively. The United Service Organizations are an example of such response. Over wide areas, however, where war workers live, appropriate community services have been lacking or have not been geared to the needs or attitudes of industrial workers. In many war plants, within the personnel department itself, or paralleling it, a new task, that of counseling,<sup>1</sup> has been developed, which seems to call for the training and experience of social case work. Nor has this

task been limited to industrial management. Trade unions have taken it on.<sup>2</sup>

Industrial counseling is a process of exploring through an interview with an employe in an industry the difficulties in his personal experience which interfere with his performance on the job. The purpose is to help him to surmount or remove these obstacles. Though closely related to personnel services, it differs from them in its focus of attention upon the individual's personal problem rather than upon his work. In theory, the personnel services are related to employment, selection, training, and promotion, and they function for the individual in these phases of his work. They do not provide for counseling him as an individual, or even for referring him to a possible source of help in the community. In practice, of course, this distinction is not so sharp, as a personnel worker may discover and be concerned with an employe's needs which challenge attention because they directly influence his functioning on the job.

The distinction is necessary, however, because it gives point to the two questions which will need to be answered before industrial counseling can be accepted as a permanent area for the practice of social work with its specialized technique of case work. These questions are two sides of the same query:

- (1) Is industrial counseling a social worker's job?
- (2) Is social case work the job of industrial management?

A survey of industrial counseling as "a new development in personnel relations" considers the task from the point of view of industrial management. "Employee counseling must prove whether or not it has a permanent place in an integrated management organization," says J. Douglas

<sup>1</sup> Coyle, Elizabeth J., A Description of Industrial Counseling. THE COMPASS, January, 1944.

<sup>2</sup> Rubenstein, Ben, Organized Social Work at a New Frontier [describing the Workers Counselling Service set up by unionized social workers in a local of the United Automobile Workers in Detroit]. THE COMPASS, November, 1943.

Brown, director of the Industrial Relations Section of Princeton University, in his Foreword to this study.<sup>1</sup> In a summarizing statement on "The Outlook for Employee Counseling," while recognizing its service in the emergency, the author declares that in "the long-run view" such basic questions are raised as "the extent to which industry should undertake social services and psychotherapy for its employees."<sup>2</sup> Yet today's "valuable experiments in counseling," in the author's opinion, may "indicate the need for a more clearly defined specialized function to help the individual employee and to prevent serious maladjustments."<sup>3</sup>

As to its relation to social work, an indication is given in the conclusion that

the degree to which this specialized function will be handled within the personnel department of a company or through greater co-operation between the company, the community services and the union will be determined by management, employee, and union attitudes, the location and size of the plant, the availability of community services and many other factors.

Thus the importance of "community services," that is, of social work, in meeting personnel problems confronting management is recognized. Certainly this is a challenge to social work to formulate with equal clarity its philosophy and its program for industrial service, based on wartime experience.

This wartime experience is, of course, much wider than industrial counseling in a plant. Social workers as a group have been alert to the need for expanded services for both the civilian population and the military forces. The United Service Organizations early exemplified energetic planning by existing agencies to federate in new forms to meet new needs. In many communities, family welfare societies, child welfare agencies, social settlements, and agencies responsible for community welfare organization gave earnest study to the possibility of new services by social work to industry. Yet no one can deny that, despite all that has been achieved, the needs have been greater than could be met by existing agencies as at present organized. For the post-war period these same questions remain to be answered.

#### AN INTERNATIONAL STATEMENT

After the last war, in 1922, a group of personnel and welfare workers met in Normandy to consider their role in the post-war world. Finding a wide area of common interest, despite differences between the nations represented, they appointed an Interim Committee to carry on the

<sup>1</sup> Baker, Helen, Employee Counseling, a Survey of a New Development in Personnel Relations. Industrial Relations Section, Department of Economics and Social Institutions, Princeton University, 1944, p. 4.

<sup>2</sup> Ibid., p. 57.

<sup>3</sup> Ibid., p. 59.

work of the conference. Eventually a call was issued for a congress held in Flushing, Holland, in 1925, where the association now known as the International Industrial Relations Institute was launched, "for the study and promotion of satisfactory human relations and conditions in industry." This purpose was conceived as one which could unite industrial managers, unions, industrial workers, technicians, governmental officials concerned with labor and industry, and social scientists from all nations, regardless of differences in political and economic systems.

The Interim Committee, which planned the organizing congress, also prepared a report on "The International Development of the Industrial Welfare or Personnel Movement." The nations represented in the committee were France, Holland, Great Britain, Sweden, China, the United States, Belgium, India, and Switzerland.<sup>1</sup> Reviewing the development of modern industry, with its too prevalent neglect of human problems, but with signs in all countries of a changing attitude, the committee declared:

A science of management in industry will be a natural outcome of our age. And what is called Industrial Welfare or Personnel Work today will be part of its very root, though perhaps under another name or under no name at all, since it will simply become a part of the general management. . . . In any economic system the function of the management of an industrial organization should include that of properly co-ordinating the human relations and of making the best possible adjustments between the individual and the work.<sup>2</sup>

Whereas the early forms of welfare work, according to this report, were chiefly "services" for the employe

outside his actual job, the newer personnel work was concerned primarily with the relation of the worker to his job. The result is that, during the past 15 years, there have come into industry men and women who have retained some of the functions of the welfare workers but who are also concerned with the employment and working ability of the employees.

Referring to "the tendency on the part of social workers to look askance at this development, since these modern welfare workers claim that they are principally interested in the worker as a producer," the personnel workers turn the tables,

<sup>1</sup> The committee's secretary was Mary L. Fledderus, of Holland, director, from 1925, of the International Industrial Relations Institute and now research associate of the Department of Industrial Studies, Russell Sage Foundation. The United States was represented by Louise C. Odencrantz, social worker who had also been a personnel worker in industry.

<sup>2</sup> Report of Interim Committee of the International Industrial Welfare Workers' Conference, on The International Development of the Industrial Welfare or Personnel Movement, published in International Labour Review (International Labour Office, Geneva), July, 1924.

as it were, on the social workers and point out that to the industrial worker himself his function as a producer is of great importance. The job, therefore, is

the vital point at which the individual in industry must be studied, understood, and dealt with. After all, the job is the hub of his industrial life—his means of livelihood; and it ought to be his joy, and his incentive for thought, action and interest. It is his chief basis of relationship and contact with his fellow workers. Given a suitable and satisfying job, some at least of our economic and social problems would diminish and disappear.

Management then not only "assumes the responsibility for production but also for the conditions and methods of production, i.e. the performance of the work, the training of the worker, and the all-around adjustment of the job, the worker and his environment."

It follows logically that management would not assume responsibility for community services unrelated to the job. The committee reported:

There is a growing tendency to connect the employee with the appropriate outside social agency for extension of neighborhood classes and clubs, recreational facilities, public health work and clinics, visiting nursing services, etc. This tendency is in the right direction. Health, recreation, and education are, or should be, community problems and the opportunity for receiving such service should not depend upon a person's employment in any particular factory.

#### POST-WAR NEEDS

If, as is evident, a great need has been revealed in wartime for service akin to social case work for the many problems of adjustment confronting industrial workers, certainly the need will be no less, but probably greater, in the transition from war to peace. Veterans will be returning from military service and seeking jobs. Workers will be shifting from war industries to peacetime occupations. Migration from place to place may become necessary as the location of industries changes. Many will have suffered injury in battle or in industry. All will be seeking security, but movement and change will create an atmosphere of insecurity. Industrial relations will need to be reorganized in many plants. The tendency will be to curtail personnel services. First to go, perhaps, will be the counselors who were appointed for the emergency in rapidly expanding plants which may now with equal rapidity contract production and labor force. The task of restoring workers to employment, which is vital for their own well-being and that of their families, as it is also vital for the nation's productive development, will constitute an unprecedented challenge to both social work and industrial management.

#### THE FRONTIER OF INDUSTRY

Thus social work meets industry today on a social frontier which is likely to mold tomorrow's

history in every nation as decisively as the geographical frontier has influenced the history of the United States. This new social frontier is the relation of man to man in the processes of production. Changed constantly by the impact of science and invention, production challenges every nation on earth to learn how to administer its technology in accordance with laws which sociology and the other human sciences have yet to discover and establish. Meanwhile, before the social sciences have even envisaged their task in this area, practitioners in the two new professions of social work and industrial management, insofar as it recognizes human relations and conditions as one of its responsibilities, have been gaining experience. They have discovered an area in which their interests converge. It is an area of individual adjustment and development in industry.

Adjustment toward what end, is a question, however, which is not answered alike by both professions. Management is concerned with adjusting the individual to his job, but the interests of the individual as a worker are not always identical with those of the owner of the enterprise which hires both labor and management. Social workers are concerned with adjusting the individual to the conditions of life in his family, his group, and his community, including his job; but in such conflicts of interest as arise, social work, implicitly at least, seeks to help the individual to achieve adjustment enabling him to develop his own potentialities, though not in isolation but as a member of the community.

With the growth of the trade union movement, social workers have met another group on the industrial frontier. The unions have a very special stake in the establishment of satisfactory human relations and conditions in industry. Recognition of common goals in the improvement of living conditions and in achieving a democratic status for all workers, including social workers and the other professions, led to the organization of unions in social work.

While union organization in social work has been a new development of the past decade, its forerunners have been many instances of support by social agencies and social workers of labor legislation, workmen's compensation, health facilities for workers, social insurance, and the rights of collective bargaining. The programs of the former Industrial Division of the National Conference of Social Work recorded these interests year by year. Moreover, as industry and livelihood are vital elements in the lives of most of their clients, social workers have, in varying degrees, concerned themselves with industrial conditions as factors in social case work and in group work. Research by social agencies has enlightened the community regarding industry and labor relations as social problems, calling for social action.

While enlightened industrial managers have supported such needed social action, it has to be said that organized employers' groups have generally opposed it, while social workers have advocated it both for the benefit of workers and for the general welfare. In such efforts, in the past history of social work, freedom to serve the general welfare has been a very important characteristic.

While fundamental conflict cannot be ignored, improvements in conditions tend constantly to widen the area of common interest. For example, once a workmen's compensation law is adopted, the task shifts from its enactment against employers' opposition, to its administration, in which management as well as labor has a stake. The controversy over who shall pay for an accident is resolved in the administrative application of the established right to compensation. Moreover, interest shifts from conflict over who is to blame, to the constructive task of preventing accidents.

For social workers, workmen's compensation becomes a resource in aiding families of those injured or killed in industrial accidents. At the same time, rehabilitation of the injured worker, restoration of both mental and physical health, and, perhaps, retraining and replacing are all tasks of social work in the industrial area.

This is but one of many illustrations which might be given of social work in the industrial community. In an overwhelming majority, the clients of social work are wage-earners and their families. The social case worker needs to know as much as possible about industry, its processes, its conditions, and the human relations prevailing in this area of human association, in order to help clients to relate themselves to the job and its conditions.

The spread of unionization, with the new status and protection given to the worker in his relations both with management and with his fellow workers, actually creates a new industrial environment of profound significance for all social workers. The influence of the unions is not limited to the workshop, but spreads to the community. They are participating in contributions to community services and social agencies, and the time is coming when they will be more widely represented in the boards and committees which direct social work.

#### SOCIAL WORK IN THE INDUSTRIAL COMMUNITY

The phrase "industrial community" refers not to a town or city, but to the grouping of all who are dependent upon an industry for their livelihood. They may live in many communities, while working in one plant<sup>1</sup>; or they may live in one

locality and work in many enterprises; or one employer may dominate a single community. The industrial community of New York is not all-inclusive, but refers to those who work in its garment industries, its building trades, and other industries, its transport system and along its waterfront, and who sail on ships from its harbor. The definition is one of convenience, for the purpose of clarifying thought about the function of social work in relation to industry.

Wartime experience has forced social work to face the whole question of its institutional forms. In the pre-war years, new governmental services in relief and social insurance and assistance changed the responsibilities of many private agencies. At the same time, changes in technological processes and in economic organization, with concentration of production in large corporations, were creating a new material basis in the nation's production. The effect of all these changes on the individual, the new speed of work, and its automatization and specialization, and his status as a mere unit in mass production, challenge study by the social scientist and by the social worker. The need is intensified for attention to the human problems of the worker in industry.

In general, it may be said that industry recognizes that these individual problems extend far beyond the function of management and call for services in the community. As the personnel service of management becomes more alert in attention to individual needs, social workers may find scope for their own techniques in interviewing and the more refined processes of case work within a company. But it is probable that a social worker who is interested in working in industry should prepare for the profession of industrial management in its personnel aspects. What kind of training is best for successful personnel service in industry is still a problem for experiment. It can be said with a fair degree of certainty, however, that social work training is not sufficient or precisely adapted to the demands of work in industrial administration, since management itself has a professional content related to technology and engineering. Equally clear is the inadequacy of engineering or technology alone as a preparation for personnel administration.

Just emerging on the industrial frontier is the employment of social workers by trade unions to serve their members. Doubtless experience will show whether the practice of social work differs under union auspices as compared with the auspices of a community agency. How extensive may be the scope of social work in unions in the future is a question which experience is not likely to answer in time to meet the needs of the industrial community in the immediate future. The

<sup>1</sup> Employees in an airplane factory in New Jersey came from 195 different localities, and from at least two states.

major responsibility will undoubtedly continue to fall upon social agencies, both governmental and voluntary.

What form these agencies will take is an urgent question confronting the profession of social work. Social workers will need to study the reasons why their services have not been sought by war workers, why industrial counseling has developed in a plant instead of in a family welfare agency, and what changes must be made to meet post-war needs of industrial workers and their families. The answer, in general, would seem to be democratization. Perhaps a People's House in every community or neighborhood, with full representa-

tion of workers through their unions in its management, might be a center for recreational opportunities, group work, child care, social counseling, and job guidance.

Clearly, the new age must give new scope to human association, overcoming the stultification of mass production while using its efficiency for more leisure and higher living standards. Toward this new understanding of the individual's need for satisfactory human relations in industry, the profession of social work will find opportunity to contribute if social workers continue to explore the industrial frontier in peace as earnestly as in war.

## A Union Serves Its Members

By CONSTANCE KYLE

*National Director, Personal Service  
National Maritime Union of America, CIO*

WELFARE services on an industrial basis are not a new phenomenon. They have existed in such industries as maritime for many years. It is the question of their auspices that has come into sharp focus during the war. The key question is the development of labor participation as an active force in the planning and sponsorship of these programs.

The War Manpower Commission received the active support of labor as well as management and a number of social welfare organizations when they advocated an extensive industrial counseling program in the war industry areas. There was general agreement that the success of such programs would depend in large measure upon the degree to which these programs were made responsible to labor-management committees. Labor representation on advisory bodies would be the most practical and effective means of guaranteeing that the employee of a plant would feel free to use the service.

We can safely predict that industrial counseling will prove to have stability in direct proportion to the degree to which labor assumes an active role. We do not mean by this that the trade unions should have to carry the job alone. The health and welfare of any group of industrial workers has direct implications for management and the entire community in which they live and work. However, labor is in a position to play a key role in this work because of its basic interest and intimate knowledge of the needs, problems, attitudes and living conditions of its membership in that particular industry.

It is a short step from wages and working conditions to an all-inclusive concern for the security and welfare of the membership. A number of trade unions have demonstrated this fact by opening their doors to programs under joint sponsorship with community organizations. In Cleveland, the Workers' Service Bureau was established at the headquarters of the Cleveland Industrial Union Council, with staff provided by the Welfare Federation. There is a joint Federation-Labor Advisory Committee. In Brooklyn, six CIO unions and the Brooklyn Council of Social Planning established a referral service. Staff was loaned by three family agencies, while space, adjacent to Local 1225 of the United Electrical, Radio and Machine Workers of America, and publicity were provided by the unions. This project started through the interest of one union, but rapidly became a Brooklyn CIO concern with AFL participation invited. The Welfare Council has made a favorable recommendation and it is expected that the Greater New York Fund will shortly allocate funds to the Brooklyn project for three full-time staff members,—a director, a case worker and a secretary.

In Detroit, the war chest has made a substantial allocation to the Health Institute of the United Automobile Workers of America. A social worker has been added to their staff and they will conduct an active program of health education. There have been comparable developments in Chicago and other cities.

The National Maritime Union was merely living up to its traditions when it pioneered in this field. We have found that it works and look forward to the time when many more unions will join with us in similar programs.

#### UNITED SEAMEN'S SERVICE

President Curran of the National Maritime Union was one of the founders of the United Seamen's Service, established in September 1942. United Seamen's Service represented a new day in welfare services on an industrial basis, because it was established on the basis of representation from labor, government, management and the public. Within a short space of time, they created services for American merchant seamen on an international scale. The services included convalescent and rest homes, modern, attractive hotels, recreational facilities and personal service. In many respects, personal service is the heart of the whole program. It meets pressing individual needs and provides for full utilization of other USS divisions as well as the marine hospitals and all local community resources.

USS has followed the progressive policy of making its services available "wherever seamen congregate in large numbers." Essentially, this means making their resources and services available in those places most closely associated with the shipping halls where manpower is concentrated. This means working in close conjunction with the union and the recruitment and manning organization of the War Shipping Administration.

The NMU is represented on the policy-making bodies of USS, on both a national and local level, throughout the United States. For the first time in this country we have a welfare organization in which the members of its governing bodies are all specialists of different sorts on the problems faced by the people served. The seamen have a voice through their elected leaders and management is represented by the president of the Propeller Club.

The NMU might have limited the responsibility it would assume by advocating the policy of USS establishing a personal service unit in the vicinity of our union headquarters and shipping hall. However, we were sufficiently convinced of the basic soundness of USS to make it possible for them to come into the union hall on the basis of functioning in cooperation with the union's Personal Service Department, established under Article 14 of the NMU Constitution.

The NMU has always been a place where its members felt free to bring all manner of problems. The Personal Service Department was established in 1941 to administer union benefits and take care of a wide range of other problems. They began under the title NMU Welfare Department with a director who had the advantage of many years' sea experience, although he had no specific training on health and welfare problems or services.

A knowledge of both is necessary to the efficient functioning of such a department. The NMU decided that they could undertake to educate trained personnel on the specific problems of the maritime industry and merchant seamen.

It was shortly after the reorganization of their own department that the NMU invited the active participation of USS Personal Service Division, and welcomed Bertha Reynolds as the USS representative in the NMU Personal Service Department. This approach to the question of personnel brought the Personal Service Department in line with the general policy of the union on staffing of specialized departments. Our weekly newspaper, *THE PILOT*, has a highly qualified editorial and reporting staff. Our Educational Department is staffed by outstanding men who were formerly on the faculty of Teachers College, Columbia. When we bring in staff which is not drawn from the membership of the union itself, we want to make sure that the seamen get the best there is to be had.

#### UPGRADING OF STAFF

In Personal Service we are also interested in what the seamen term "upgrading." Our assistant director was with the department for a considerable period before its reorganization, and contributed a great deal to the education on the maritime industry of those of us who came in later. She, in turn, found that trained supervision facilitated her work and she is now attending the New York School of Social Work. In other words, we do not find it necessary to approach the question of personnel on an "either —or" basis. We want the best that our schools can offer, plus the kind of leadership which enables us to keep our work closely related to the problems of the industry. The effectiveness of the entire program is secured by regularity of staff meetings with full participation from all members of both office and interviewing staff.

Throughout the development of this program, we have received the active cooperation of a great many maritime and community organizations. In fact, it would be difficult to think of any organization approached that has not given us their full cooperation. We, in turn, have always invited community organizations to feel free to consult us on special maritime problems involved in situations they may be concerned with.

It seems superfluous to add the obvious fact that the membership of NMU has tried Personal Service and found it useful. We were established because they and their leaders felt that Personal Service was needed to fill a real gap and we will continue to function as long as and only as long as our rank and file membership feels that we are needed. Probably the best indication of how the membership regards Personal Service is the fact that an average of one hundred NMU members and their families use our services daily.

# Human Relations on the Shop Floor

BY VIVIAN RADOSTA

Mrs. Radosta, who for five years was a case worker with the Community Service Society of New York, is now an employee counselor in a large, war-connected industrial plant.

WHEN I left a large metropolitan family agency to go into a war plant as an employee counselor I did so with many expectations, questions and misgivings. The communities were faced with wartime problems of child care, housing and transportation, while plants were faced with the adjustment needs of workers in strange settings. Industries were looking for counselors with understanding of the interactions in human relationships, and familiarity with plant operational set-ups as well as community services. The question was, on what basis could this service function? Could the counselor offer simple treatment, interpretive and referral services to these economically independent individuals? Could she be instrumental in effecting constructive environmental changes? Were the large companies too unwieldy in structure to permit an awareness or interest in the individual and his adjustments? Would management expect the counselor to be a disciplinarian, a stooge, a Polly-anna? Were records kept, if so what was their purpose? Could they be used against the workers' interests? How could a counselor sell her services? Obviously it wasn't going to be easy to interpret a program still in its experimental stage, when community agencies with clearly defined functions and skills were having difficulty getting public understanding. Would the case worker transplanted into industry be duplicating the existing community services at a time when workers in the agencies and war groups were so badly needed?

War plants have established many types of counseling services ranging from the welfare worker and home visitor to the counselor with authority in making placements and transfers. Many people are questioning whether or not these services should be continued after the war emergency.

After eighteen months as an industrial counselor in a plant employing many thousands of workers, I have been re-examining the setting in which I work and the appropriateness and usefulness of my case work training in the industrial field.

In our plant there are shops, for both rough and finished work on metal parts, and a large group of offices. We work a forty-eight hour week on each of the three shifts (day, swing and graveyard). The counselors are a part of the Industrial Relations Department and do not come under the shop line of authority. Having no disciplinary function they are not in

a position to give or withhold material things. We operate on an informational and brief service basis, very similar to intake procedure in an agency, referring to community resources the individual needing more intensive treatment. The counselors are used to the extent that the employees find our services of practical value and help in the focusing of and working out of steps for the solution of their problems. We must know plant as well as community resources, to be able to help the employee see the application of these services in relation to his problems. Many requests for information regarding rationing, child care, transportation, selective service, educational and vocational services provide the opening for help with underlying difficulties.

Although the company is a large one, the shop and office units are broken down sufficiently that, mechanically speaking, understanding and coordination should not be difficult. The shop leadman is responsible for a small group of operators. The foreman next in the scale of supervision has several leadmen under his charge. The general foreman usually has three or more foremen and the department head is above a group of general foremen. The plant superintendent is over a force of department heads and the production supervisor is in charge of the plant superintendents. Office groups have much the same line of authority. But a smoothly functioning set-up requires more than mechanical outline. Attention must be given to the individuals in that line and to their inter-reactions on the job. Where the thread of job coordination and cooperative understanding is broken, it is not difficult to locate the point of break. Often the counselor is able to help at this point and to prevent further misunderstanding and difficulty.

## A FOREMAN IS HELPED

John is one of our most capable foremen. He is well liked by his operators and leadmen. His mechanical knowledge and ability are respected. In an age when operators do only routine jobs on small pieces, John helps them develop understanding and interest in where their job fits into the larger one of assembling the product. Recently he was observed striding up and down his office. Every step and motion indicated rage and upset. The counselor stopped in. John's outburst was immediate. "No one ever tells me anything. I'm expected to run a section without any information from the big boys." He threatened to turn

in his badge and return to work in a small machine shop. Gradually, as he talked his anger subsided. Then he described the episode which had so upset him. In answer to the first step of a grievance he enlisted his general foreman's help. But the general foreman, paying little attention to his description of the situation, finally interrupted John and told him to settle the matter according to his own judgment. John did so and in the third step of the grievance it was found that his interpretation of company policy was in error. John felt that he should have been given the help he requested from his general foreman. He could identify his anger with his insecurity in assuming this responsibility. After his anger was dissipated he could examine the incident more carefully. His initial step of applying for help to his general foreman was sound. He began to question his method of presentation, clearly he had not caught his supervisor's full attention. Either the supervisor was pre-occupied or busy. In that case John should have returned later for this discussion. He also thought he had not given a lucid and clear cut description because he felt confused about the issue.

John broke off with a grin saying that he had learned something here. He was less shaken now by the fact that his judgment had not only been questioned but had been found to be in error. He laughed over the fact that many people err in their interpretations as evidenced by the heavy Supreme Court calendars. He could see that his anger toward his supervisor had detracted from his making a clear headed decision. The important thing was that once John had the opportunity to express his feelings and to accept where they belonged, he could make workable plans for future actions here. It is not likely that he would have called in a counselor to discuss this episode. It is important for the counselor to be on the shop floor, to observe symptoms of difficulties and to have the experience in dealing with such difficulties that will enable her to pick up on them. Thus part of our time is spent in moving around the shop floor and establishing working relationships and part of the time in our offices where scheduled appointments are kept.

Under our labor-management agreement in relation to time study and job standards there is a direct proportion between increased production and increased earnings through weekly increments above basic wages. Union contract covers wage rates, progression rates, hours of work, shift compensations, seniority and grievance procedure agreements.

#### A TWO-WAY SERVICE

Counseling is a two-way proposition of interpreting company policies and employee reactions. Thus constructive changes in personnel policy and planning may be effected. Recently government orders for certain parts were cancelled without notice. The company, in its attempt to shift

workers to other jobs without loss of pay, notified hundreds of workers that they were to be transferred immediately to other departments. The employees, not understanding the reason for these sudden changes, were resentful, angry. Many talked of refusing to transfer. It was a counseling responsibility to call to management's attention, the insecurity felt by these transferees, the feelings attendant to leaving a familiar setting and adjusting to a new department, their desire to understand simple facts about the transfer which affected them. Arrangements were made for each foreman to talk with the employee to be transferred, giving him the reasons for the change in production schedule, reason for transfer and where he would be sent, as soon as possible before the transfer was to become effective. The majority of the employees made a reasonable response to a reasonable request. One woman, Mrs. W., came to see the counselor. She was upset because her demand for placement on a certain shift in a certain plant had been refused. Mrs. W. was given the opportunity to express her feelings about this. As she talked it became increasingly clear to her that these objections covered her real feelings of fear of change. Mrs. W.'s problems were of long standing, she had frequent periods of anxiety and tension. She was helped to see the relationship between her reactions in this situation and her long standing family problems. She was responsive to referral to a family service agency.

#### THE PLANT A PART OF THE COMMUNITY

It does not seem sound for industries to establish in-plant services for intensive case work treatment. A plant is a part of the community and as such should assume some responsibility for contribution to community resources. The old agency plan was one of duplication, with each agency maintaining its own camps, and clinics. One of the frequent criticisms is that the large industrial contributor uses pressure to have the services operate to his advantage. The atypical problems in the community, created by the unnatural industrial picture, are problems both of community and industry. Often the business man makes a "top of the head suggestion" which the agency worker may assume to be a thoughtful request. The business man may want the nurseries to take care of the children until their mother leaves the plant at 11:30 P.M. However, when he understands the resources available he may recognize his responsibility in entering into careful planning when hiring mothers able to make only limited arrangements for the care of their children. In our employment office a counselor interviews prospective women employees. Many are referred to their community agencies for consultation before they are hired. In seeking employment often women have not thought through a plan to go to work. Experience has demonstrated that many take a job only to find after

working a few days that they cannot continue because of domestic responsibilities. The business man often needs a better understanding of the sound basis on which community services and treatment can be offered. The community agencies, in return, could have a better understanding of industrial practices.

It is an important part of the counselor's job to inform employees of the existence and nature of services and facilities available to him in the plant or in the community. Interpretation of services of social workers and psychiatrists is not an easy one because of the variety of misconceptions and prejudices felt toward these professional people. It is necessary for the counselor to understand something of these prejudices and fears before interpretation can be made. Referral can be given only when the worker understands something of his difficulties and his need for help with them, and knows about services available to him in the community. We do not use social service exchange information but are interested in the use the employee has been able to make of social agencies and are glad to have a report from the agency following our referral. We do not keep detailed records as our contacts are established on an episodic basis. A new counselor going into new territory makes her own contacts, forms her own impressions of the strength of the key people in the department, makes her own observations of working conditions. Thus when trouble arises she has some backlog of environmental observation.

#### OTHER PLANT SERVICES

In helping an employee clarify a request the counselor may need to use various company services. One woman brings a statement from her physician that her work is too heavy. The foreman thinks that all of the work in his department is heavy, he has no job to put her on. The counselor explains to the employee the need for more specific information. What does her request for light work mean? Can she hammer but not stand, can she stand but not lift, can she lift but not move actively? The safety inspector may be called in to gather factual information regarding the job operation, the lifting, reaching, and other strains. This may be given to our medical examiner with the request for definite recommendations. Upon re-examination he may suggest that she be given a job eliminating lifting. Her physician may agree to this recommendation. With this specific statement the foreman locates a non-lifting job in the department, but he would not have thought of this as "light work."

During this period of manpower shortages the operator has choices of work. Each request for transfer to another job has many facets however. Often operators want to work on the machine just across the aisle, or they believe that Susie's foreman is much nicer than their foreman. The

sedentary workers would like activity and conversely the active workers want only a chance to sit and work quietly. The counselor has an opportunity to help each of these people sort out his feelings about his job and reasons for wishing transfer so that personal factors are not misplaced on job factors. Often they can be helped to gain some understanding of how this reaction fits into past job performances and how their experience and interests are allied to the job they are requesting. If the employee, after this examination of feeling, decides he wants a transfer, he is in a position of presenting his request thoughtfully and reasonably. Consequently he has a better possibility of obtaining it.

Many employees are ready for the postwar planning we talk so much about. The reality factors of a few years ago, mass unemployment, sweat shop working conditions and wages, inadequate facilities are not as prevalent today. Mrs. C., a young mother asked help in planning her working future when she leaves the war plant. Her husband was killed in service. She has difficulty with both her own and with her husband's families. Mrs. C. had no work experience prior to employment here, her education is limited. She was referred to the family service agency in her community for case work services and vocational planning. These services are to be offered at a time when her earnings are high and she is financially independent.

One young man had studied business administration in college but was not content in the plant office. He developed real interest in machinery. Our educational department referred him for vocational counseling and test. He had a high degree of mechanical skill and mathematical ability. Now, Bill is in the company experimental machine shop where at the end of eighteen months he has demonstrated great interest and ability. When he completes his apprenticeship he will be ready to take a machinist's job with any company.

#### A CONTINUING NEED

In conclusion, it seems probable that there will be an increasing need for in-plant counseling during the transition period when plant workers return to former jobs, when veterans return to the shops and when peacetime production levels off. The business man is aware that regardless of manpower shortage or peacetime labor surplus, accident rates, absenteeism, materials scrapped and labor turnover, are costly. Many companies have developed some understanding of the relation of these difficulties to the individual employees' problems. Just as the companies have established a maintenance department which the operator and supervisor call upon when they have trouble with the machines, so the counselors are being called upon when difficulties crop up in the individuals' relationships. The counselor's function does not overlap that of the supervisors, the unions, or any of the company services.

The counselor is in a position to observe the symptoms of friction and maladjustment before they assume crippling proportions. It is essential that the counselor have the training and experience that will enable him to have some understanding of the behavior he observes; to help the troubled individual to gain sufficient insight into his difficulties to enable him to make some constructive steps. The counselor, talking with the employee on a noisy machine shop floor, makes use of the same interviewing techniques that are employed by the intake worker in an agency. Some employees need a listener, cartharsis is sufficient. Others need help in recognizing the emotional factors complicating their ability to cope with a situation. Sometimes the "cranky" employee is actually psychotic or on the verge of a break. At times racial issues threaten to sweep through an entire group. An intoxicated worker is amusing his co-workers, unaware of his extreme danger near the machines. All of these things affect not only the individual employee but his

co-workers and supervisors. They frequently need help in becoming more tolerant and understanding of the problem behavior of co-workers.

Knowledge and understanding of the plant and community resources and the ability to help the individual relate these to his needs is an important part of the counseling program. A two-way interpretation service between management and the worker is essential, so that not only is the individual better able to understand company policies but the policy making group can better understand the individual's reaction.

Counseling in its various settings, schools, armed forces, industries, unions, department stores and social agencies has as its goal to aid the individual help himself to attain maximum satisfactions in his daily living. It seems natural that the primary aim in each setting is to enable the member of the group dealt with to produce within his capacities, and give a performance which will be satisfying to his total personality whether he or she is soldier, housewife, clerk or industrial worker.

## National Medical Care Program

The American Public Health Association meeting in New York recently adopted recommendations for a comprehensive national program for medical care designed "to make available to the entire population all essential preventive, diagnostic and curative services."

The major recommendations which were offered as a guide to the formulation of a policy for action included the following:

1. A national plan to provide comprehensive service for all the people in all areas of the country. The service should include hospital care, the services of physicians (general practitioners and specialists), supplementary laboratory and diagnostic services, nursing care, essential dental services, and prescribed medicines and appliances. While this goal cannot be attained at once, "it should be attained within ten years."

2. These services "should be adequately and securely financed through social insurance supplemented by general taxation, or by general taxation alone." The services should be financed on a nation-wide basis, in accordance with ability to pay, with Federal and State participation, and under conditions which will permit the Federal Government to equalize the burdens of cost among the States.

3. "A single responsible agency is a fundamental requisite to effective administration at all levels—federal, state and local. The public health agencies—federal, state and local—should carry major responsibilities in administering the health services of the future."

4. A program should be developed for the construction of needed hospitals, health centers and

related facilities, including modernization and expansion of existing structures. The United States Public Health Service should administer the construction program at the Federal level.

5. The activities of the multiple national, state and local health agencies should be coordinated with the services provided by a national program.

"There is no functional or administrative justification for dividing human beings or illnesses into many categories to be dealt with by numerous independent administrations."

6. Financial provision should be made to assist qualified professional and technical personnel in obtaining post-graduate education and training. Professional and financial stimuli should be devised to encourage physicians, dentists, nurses and others to practice in rural areas. Plans to encourage the rational distribution of personnel, especially physicians, should be developed as quickly as possible, "in view of the coming demobilization in the armed forces."

7. Education and training of administrative personnel should be encouraged, financially and technically, especially for those who may serve as administrators of the medical care program, for hospital and health center administrators and for nursing supervisors.

8. Increased funds should be made available to the United States Public Health Service, to other agencies of government (federal, state and local) and for grants-in-aid to non-profit institutions for basic laboratory and clinical research and for administrative studies and demonstrations designed to improve the quality and lessen the cost of services.

# UNRRA Goes Into Action

BY DONALD S. HOWARD

*Chief, Studies Branch, Welfare Division, UNRRA*

THE keynote of the second session of the UNRRA Council at Montreal was action.

Time and again during the Council Session, UNRRA officials and representatives of member governments emphasized the need for translating UNRRA's carefully laid plans into action at the earliest possible moment. This emphasis resulted in concluding the Council session with a renewed determination on the part of the United Nations to work together in their vast undertaking to bring desperately needed aid to liberated areas.

Frequently, the discussions by the Council emphasized the fact that the member governments were determined that UNRRA shall succeed. Among others who spoke on this point, was the United Kingdom's representative on the Council, Richard Law—Minister of State—who said, ". . . We must ensure the success of UNRRA for the sake of cooperation among the United Nations as a whole. We must, in short, ensure the success of UNRRA . . . for the sake of the whole future structure of world peace and well-being in the world of men. . . . That . . . is the interest which my government has in our proceedings here and in the success of UNRRA."

## COUNCIL ACTIONS ON GENERAL POLICY

### *Bases of Supply*

Among the most important actions of the Council was that taken on bases for supply requirements for Europe. This action included approval of the general principle that estimates for food requirements should be based on the average consumption for the total population of 2,650 calories per person per day. The action also meant approval of clothing standards, which would allow a man to have an overcoat, a pair of trousers and jacket, two shirts, two vests, two pants and two pairs of socks. The approved standard for women includes an overcoat, a jumper, a dress (not wool), a slip, two vests, three knickers and three pairs of stockings. Wardrobe lists for other age groups were also specified.

### *Priorities in Distribution*

A second important action of the Council was its declaration that in the distribution of supplies under its control, the administration shall give special weight and urgency to the needs of those countries in which the extent of devastation and of suffering of the people is greater, and has resulted from hostilities and occupation by the enemy and active resistance in the struggle against the enemy.

### *Areas in Which UNRRA May Operate*

In as much as the primary purpose of the administration is to aid victims of war and to relieve liberated areas, there has been some doubt as to the propriety of the administration's undertaking relief activities in areas which have not been occupied by the enemy. In order to clarify this issue, the Council, upon the motion of the delegate for the United States, agreed that in so far as the resources and facilities of the administration shall permit, any United Nations area under the control of any of the United Nations which is of importance to the military operations of the United Nations and which is stricken by famine or disease may be included in the benefits to be made available through the administration. It was further specified, however, that in every case of action under this provision the director general shall immediately inform the Central Committee and shall also inform the Council at its next ensuing meeting.

### *Displaced Persons*

The Council, at its Montreal meeting, authorized the administration to undertake the care and return to their homes of stateless persons, or persons of other than United Nations nationality, who are found in liberated territory and who have been obliged to leave their country, or place of origin, or former residence, or who have been deported therefrom, by action of the enemy, because of their race, religion, or activities in favor of the United Nations.

The Council also empowered the administration, upon the request of a government or recognized national authority of a liberated area, to remove or assist in the removal of persons of enemy or ex-enemy nationality, intruders which had been placed in the homes of returning nationals by the enemy and return them to their country of origin. In keeping with the general policy of the administration, action of this kind is to be undertaken only upon the request of the member governments concerned, or of the United Nations Military Command or the United Nations control authority in the country to which intruded persons are to be returned.

Clarification of UNRRA responsibility was embodied in the Council's action with respect to displaced persons in areas never occupied by the enemy. Four principles to be observed in providing for such persons are as follows: (1) The administration should allot its resources mainly in favor of congregated groups of displaced persons, rather than in favor of displaced individuals;

(2) the administration shall assume responsibility for care and repatriation only of persons who are necessitous and who lack the resources to return to their homes; (3) the administration shall, in principle, assume responsibility for care of displaced persons in areas never occupied by the enemy, pending repatriation, only where the resources for their maintenance are inadequate or cannot continue to be made available; and, (4) the repatriation of these displaced persons shall be carried out in such a way as to harmonize, with the minimum of disturbance, with any general scheme of repatriation, and in particular with any system of priorities which may be evolved as part of such a scheme.

#### *Ex-Enemy Areas*

One of the more important actions of the Council was the approval given for a limited welfare program for Italy. Prior to the time of this action, the administration had been barred from carrying on any program in Italy, despite mounting pressure on the part of the governments of the United Kingdom and of the United States, and from other sources. Although the program finally approved was a limited one, to cost not more than \$50,000,000.00, it will afford vitally needed relief and services to children, expectant and nursing mothers and displaced persons. It will also provide medical supplies and certain health services.

A second step to authorize UNRRA to undertake activity in enemy territory was the Council's approval of epidemic control and the care and repatriation of certain displaced persons, or of other persons who have been obliged to leave their country by action of the enemy because of race, religion, or activities in favor of the United Nations. Although the Dodecanese Islands with their preponderantly Greek population have been under the control of Italy for some thirty years, they were declared by a special resolution of the Council to be eligible to receive any services UNRRA may be able to provide.

#### ORGANIZATION AND ADMINISTRATION

Other resolutions authorized by the Council permit Denmark to join UNRRA even before another meeting of the Council, and included India among the nations represented on UNRRA's Committee on Supplies.

#### WELFARE ACTIVITIES

Although the Council took no special action modifying the general welfare policies agreed upon at Atlantic City, the Standing Technical Committee on Welfare took a number of very important actions at Montreal. For example, the Committee laid the groundwork for a system of reports from individual countries providing current information about their emergency welfare services. This step was taken because it was realized

that, as liberated countries undertake their own relief program, they will be collecting much valuable experience, which will be of great help to other governments, to UNRRA, and to voluntary organizations concerned with similar problems. In addition to launching this reporting project, the Committee also recommended that the social welfare authorities of the member governments assist in the proposed mutual exchange of information.

The Committee on Welfare also approved a series of recommendations on specific welfare policies to govern UNRRA activities in the field. These recommendations were based in large part upon extensive work done by a Studies Subcommittee which had prepared a report on methods of organizing emergency welfare services. This report, it is expected, will soon be ready for distribution to member governments, to UNRRA personnel, to voluntary organizations, and others concerned with the administration of emergency welfare services.

#### PRESENT ORGANIZATION

The UNRRA organization, established to carry out the plans of the administration, now has a staff of more than 1,500 persons, including nationals of 24 member governments. Among this group are some 100 social workers, many of whom had previously held important federal, state and local public welfare, emergency relief and related positions in the United States and Great Britain.

The Balkan Mission, which is now beginning operations and which, for some time, had been planning and training in the Middle East for service in Greece, Yugoslavia and Albania, consists of about 600 UNRRA employees. In addition to this personnel, there were approximately 300 workers furnished by voluntary organizations in the United States and the United Kingdom ready to do health and welfare work in the Balkans under UNRRA's general supervision and direction. Among other countries seeking immediate assistance of one kind or another from UNRRA are China, Czechoslovakia, Ethiopia and Poland. At this writing, a mission including some 18 or 20 welfare specialists is preparing for the Italian program already described.

To coordinate the work of the administration with that of military authorities responsible for displaced persons in Western Europe, liaison has been established with the Supreme Headquarters Allied Expeditionary Forces in London. Welfare specialists, both on the staff of the Welfare Division and of the Displaced Persons Division, are working with the military authorities.

Thus, UNRRA after its ten months of planning, has swung into action to help meet the widespread and bitter distress which war has brought in its wake.

# We Hear From the Armed Forces

BY SUE SPENCER

*Assistant Executive Secretary, American Association of Social Workers*

As indicated by their comments on questionnaires recently returned to the Wartime Committee on Personnel in the Social Services, social workers in the armed forces are thinking about how they can render the best service in a military setting, what civilian social workers are doing to meet present and potential social problems, how they can pass on to civilian social work the new knowledge which they have acquired in the service, what job opportunities there will be in social work for them and how their military experience will be rated by potential employers.

The questionnaires were distributed by the Wartime Committee in an effort to determine interests of social workers in the service in future education and employment following separation from the service and to learn how social workers were being used by the armed forces. The questionnaire was sent to 435 AASW members, and to a large number of alumni of the professional schools of social work. A covering letter described the purpose of the study and urged social workers to comment freely, promising anonymity. The questionnaire was not set up to elicit statistical information and one should not assume that the information given hereafter reflects the attitudes and opinions of the entire group of social workers in the service, since the results were compiled from the first 150 returns without reference to the way in which these 150 might be representative of the entire group. Most of the 150 were still in the United States, and about three-fourths are AASW members.

Although social work is not recognized by the armed forces as meriting commissioned status, 32 out of the 150 persons returning the questionnaire between August 15 and September 30 are commissioned officers in the Army and 18 are commissioned in the Navy and one in the Coast Guard. The others are non-commissioned or enlisted personnel, 97 being in the Army.

## EDUCATIONAL PLANS

Twenty-five persons are interested in a full-time educational program including field work; and three are interested in full-time education without field work. Twenty-four would like a part-time school program, while employed on a regular job, looking toward completion of the degree requirements. Seventy are interested in an individual plan of study which might include seminars, lectures, reading and conferences. Thirteen specified that they do not wish further education in social work. Thirteen indicated a definite interest in working toward a Ph.D. degree with special study in social work. The comment made

Miss Spencer reports here on the results of a questionnaire distributed by the Wartime Committee on Personnel to social workers in the armed forces. The associations represented on the Wartime Committee are the American Association of Medical Social Workers, the American Association of Psychiatric Social Workers, the American Association for the Study of Group Work, the American Association of Social Workers, and the American Association of Schools of Social Work. Dorothy Evans, registrar of the New York School of Social Work, and Mrs. Elizabeth Healy Ross, war service secretary of the American Association of Psychiatric Social Workers, collaborated with Miss Spencer in preparing, reviewing and coding the questionnaire.

most frequently in regard to educational plans was to the effect that further education would depend upon the availability of funds for financing further training.

More than half of the persons returning the questionnaire were two-year graduates of schools of social work. There were 88 persons in this group. In addition, 38 persons had completed more than a full year in a school of social work but had not received degrees. Persons having less than one year but having it on a full-time basis numbered nine.

Following are some of the comments in regard to educational plans and suggestions for modifications in school curricula, selected at random.

"Suggest the *immediate* setting up by one or several of the schools of social work of a course in case work and military psychiatric social work to which the Army could send soldiers and WACs for training. Also the immediate possibility of extension or correspondence courses designed to give some background and understanding of case work to partially or non-trained soldiers and more advanced courses covering the latest developments and changes in the social work field designed for more experienced workers."

"We have at present the largest Army in the history of the U. S. The post-war period will bring many problems to veterans. They will be asking for help in obtaining the benefits provided by Congress. It is important that our schools of social work include courses that will prepare social workers for this work."

"My interest is to return to civilian social work, re-orient myself to the field and if opportunity is available acquaint social work with some of the adaptations we who have been fortunate enough to continue to expand social work horizons while in uniform have been able to develop. One of the things some of us are conscious of is the growth we have been able to achieve in reaching a broad

client group whose needs and stake in the services we have offered them are related to but different from those of most social agency groups."

"Would like the studies to bridge the gap between pre- and post-war periods. For example, I think courses in the following fields would be helpful: (1) case work with maladjusted returning soldiers; (2) survey of fields of occupation, along lines of vocational guidance; (3) refresher course on social security, bringing it up to date; (4) mental hygiene."

"The big problem for me will be to discover how social work, combined with related skills, can be used actively to further social progress and betterment, as we today are helping make military progress. Can the schools help me find that close relatedness to social forces which I have known in the Army?"

"For those of us on military leaves from our agencies and fortunate enough to have continued in the same field in the Army, I believe the responsibility for whatever reorientation is necessary can be handled by the agencies directly without further school assistance."

"I am at present interested in possible overseas assignment with either UNRRA or JDC and could therefore use some formal orientation to this kind of job. Schools of social work might incorporate, if they haven't already done so, courses dealing with the social work job overseas."

"Most returning social workers will no doubt welcome the opportunity of courses to be arranged by schools of social work. Such seminars would provide meeting places between those in the profession who carried on in the home community and the social worker returning from service. From such a forum significant contributions to post-war social planning should emanate. I can see specifically there an opportunity for the returning social worker to interpret to the profession at large the psycho-dynamics of the servicemen group, its particular needs which will have to be understood for a successful handling of their problems in the post-war readjustment period."

"I feel that my work experience in the Army has been the equivalent (if not more) than any program of field work that a school of social work could offer to me. I have had to assume and exercise greater responsibilities on my present Army job than I would have had to were I a student field worker."

"Hope there will be minimal delay between application and admission to school."

#### EMPLOYMENT PLANS

The Wartime Committee was interested in the degree to which social workers in the armed forces expected to return to their prior positions. Out of this group 26 persons have a definite promise of their prior job upon separation from the service and expect to return to this job. Fifty-five indicate that they have the promise of their job but either are uncertain about return-

ing or definitely do not expect to do so. It is interesting to note that the persons who have the promise of their old job number only a little more than half of the total group. Forty-five persons were employed in social work prior to entering the service but stated that they have no definite promise of their job. Fifteen persons indicated that they had not been employed in social work prior to entering the service. This, therefore, is an additional group to the 100 who indicate that they are uncertain about a job to which to return. Fifteen are considering a shift from social work to some other field.

The comments made in regard to future civilian employment indicate a deep interest in continuing in the profession if suitable opportunities are available and sufficient salary is offered. The following are the most frequently made comments.

"While I have a legal right to my job my successor will have been there much longer than I worked there by the time I am discharged. I can't be certain how my community will feel about giving me my job back."

"Am interested in the field of helping returning veterans to adjust. I believe that social workers who have been in the armed forces and know what the men have been through and what the score is should fit into rehabilitation work or counseling along those lines. It is a field which will require preventive measures and early treatment."

"The Veterans Administration should offer the greatest challenge to some of us but we will object to working in an agency where jobs will probably be on a pressure rather than a merit basis. GIs will probably have to get their case work services somewhere else."

"Situation desired: (a) Desk job—(No walking—I now drill 300 men 6 hours a day); office fully equipped with buzzers; (2) 24 hours a week (I'm tired); (c) Seriously: a real job without restrictions by regulations or orders—an opportunity to participate in work which is socially constructive."

"Having joined the service directly upon completion of social work training (March 1942)—having been lucky enough to be able to use my training daily since I put on the uniform—having kept up with the literature in the field (with the particular help of the John Macy Foundation's reprint distribution), when the war is over and my turn for discharge comes up, I want to get *right onto the job*. In short, I have no immediate interest in further study!"

"My plans, realistically enough, involve the financial adequacy obtainable in the profession. Although I have a deep interest in social work, financial considerations have an influence in my job choice in the post-war period. Industrial personnel work is a distinct possibility."

"Case workers' salaries on the whole are inadequate for the kind of living standards that I want for myself and my family. I want to remain in

social work because I like it and have devoted a good many years preparing myself for it. I am frankly interested in getting the best paying job that my qualifications will command in the field."

"I am anxious that my first position after discharge from the Navy be as permanent as possible, and would therefore be especially interested in its opportunities for professional growth, salary increases, and general advancement. I am not interested in 'stepping stones.'"

"Am particularly interested in work in social administration, such as Veterans' Rehabilitation, Social Security Board, Children's Bureau. The reports of social work experiments in industry sound mighty promising and very encouraging. Fairly certain I won't return to case work if anything attractive in administrative or supervisory work turns up."

"Employment, as stated previously, depends on many factors. I am considering the possibility of entering another field, but the final decision must rest with the opportunities available in social work."

"Those of us who are spending a number of years in the service are going to have to start from scratch, more or less, and with the responsibility of a wife and child, in my case, I should like to secure a job which will afford my family a more comfortable life than the low salary that case work jobs afford. These years of military service are lean years for us and while we do not mind making that sacrifice to help win the war, we do want to receive more than the marginal compensation that case work usually pays after we return to civilian life. The old problem of educating the community as well as agency boards that case workers should receive more adequate compensation is something that will have to be looked into in the light of the tremendous need for case workers which I anticipate arising after the war. If social work is to attract and hold the type of people it needs to do the job well, it will have to face the salary issue more squarely than it has done in the past."

Many of the persons returning the questionnaire commented upon their interest in new or specialized areas of social work. Twenty-one persons are interested in working with veterans, nine in personnel counseling and other types of social work in industry and business, two in social insurances, seven in international relief and rehabilitation programs abroad, and three in psychiatric specializations.

From the information supplied on the questionnaires it was possible to make some rough assumptions in regard to the type of employment from which the individual had gone into the service. Apparently 73 of this group had been engaged in either public or private family case work and 26 in public or private work with children. Eleven were from the community organization and social planning field, three from research, six from probation and parole, 15 from group work. From

a superficial analysis of these questionnaires, more persons were employed in private than public agencies.

#### MILITARY ASSIGNMENTS

In regard to the analysis of the use by the military authorities of social work skill, the reviewers decided to classify assignments in the service under three headings. In the first group are the jobs which the military authorities have specified as requiring social work training. In the second group are those assignments which appear to the reviewers to allow for the use of social work skills in the performance of the military assignment. In the third group are those which do not allow for the direct use of social work skills and seem to be unrelated to the social work field. Fifty-seven indicated that they are classified as military psychiatric social workers or in a classification which appears to demand social work training. Forty-one are in assignments which permit the use of social work training, while 37 are in unrelated assignments. Fifteen either did not answer this part of the questionnaire or their answers were not sufficient to allow them to be classified.

Of the 57 persons assigned to military jobs in which social work education is required, only two were found to be commissioned officers. These were in the Army Air Force and were commissioned as 1st Lieutenants. Of the 37 persons in work which appeared to be unrelated to their social work background, 19 are enlisted or non-commissioned in the Army, ten are commissioned in the Army and eight in the Navy. Of the 37 in unrelated assignments it was also found that 18 are graduates of two-year schools of social work.

#### SUMMARY

The comments on these questionnaires, and letters received from AASW members in the service, point up the responsibility of the professional association for supplying information concerning developments in the social work field to our fellow social workers, particularly to those who are overseas. Chapters, as well as the national Association, might consider ways of providing such information to their members. Many social workers in the service are eager to share their experiences and views with civilian social workers, now as well as after their return. They believe that social agencies should provide them with an opportunity to demonstrate their ability to handle responsible jobs, without adhering strictly to the usual experience requirements for such appointments. On the other hand, they do not wish special consideration because of their veteran's status. On the whole, they believe that social work is faced with serious and vital issues and they want to participate actively in meeting these issues.



## *Los Angeles:*

### A Civil Service Committee in Action

THE Civil Service Committee of the Los Angeles Chapter of the American Association of Social Workers provides a channel for the expression of its interest in the professional competency of personnel for the public social services. A review of the activities of the committee during the past two years is presented with the hope that its experience may be useful to other chapters interested in a similar program.

The present Civil Service Committee has grown out of the chapter's interest over a period of years in civil service examinations for social work personnel. The minutes of the executive committee for August, 1929, indicate the first concern of the chapter in this area. At that time, the committee discussed the low requirements for a social work position as set forth in a then recent announcement from the County Civil Service Commission. It was suggested that individual members of the chapter be requested to write letters to the board of supervisors protesting the low requirements. In 1931, a Civil Service Committee of the chapter was appointed.

Throughout the early years of the committee's activity, emphasis was placed chiefly on protesting low requirements and rates of compensation. In 1936, a more positive approach was introduced with the development of a plan to work more closely with the staff members of the County Civil Service Commission, thus participating in preliminary discussions concerning requirements and content of examinations. This relationship has been strengthened during the years and has served as a sound groundwork for the work of the past two years.

The Civil Service Committee acts in an advisory capacity to the County Civil Service Commission. In the selection of members, it was felt important to select persons from the various fields

of social work. The proposed membership of the committee, as determined by the chapter, is then submitted to the County Civil Service Commission for its approval. For obvious reasons, it has seemed unwise to have members on the committee who were employed in those agencies for which the Civil Service Commission is responsible for the selection of personnel.

This past year, membership on the committee has also included the chairmen of the civil service committees of the local chapter of the American Association of Medical Social Workers and the Southern California Group of Psychiatric Social Workers. In addition, the chairman of the civil service committee of the Probation and Parole Association was an ex-officio member. Such a plan has made possible the sharing of experiences of all the professional social work groups concerning their relationships with the civil service body.

The Civil Service Committee has been concerned chiefly with the following aspects of the examination process:

1. Recommendations concerning minimum qualifications for admission to both open competitive and promotional examinations;
2. Preparation and grading of essay questions for the written examination;
3. Service on general qualifications appraisal boards, commonly referred to as oral boards;
4. Recruitment of qualified persons for the examinations.

Each month this department will carry a description of an interesting project carried out by one of our chapters. This month's contribution comes from Los Angeles, where the chapter which was founded in 1923 had a membership on January 1, 1944, of 414. John Mixon is chapter chairman.

In the performance of the above functions, the committee considers itself a liaison body between the County Civil Service Commission and the chapter, suggesting a panel of persons who it believes to be best qualified to serve as examiners for specific examinations. The final selection of persons from the lists is the responsibility of the Civil

Service Commission. During the past year, approximately twenty-seven chapter members, in addition to the members of the Civil Service Committee, assisted with one or more examinations for eight different classifications of social work positions.

A responsible participation in the examination process requires considerable knowledge and understanding of the principles and methods of civil service. To prepare the committee for its task, members reviewed articles and books on civil service. As the committee participated with the civil service technician on individual examinations, it gained increased knowledge and appreciation of civil service practices. Although the use of other chapter members for specific examinations has many advantages, in that it has made available to the commission a larger number of persons with special knowledge and has resulted in wider participation on the part of the chapter, it poses a real problem in planning for sufficient orientation of this group. This need was emphatically stressed by the persons who had given service to the Civil Service Commission in a recent discussion with the committee. The Civil Service Committee agreed that it has a responsibility for the development of some plan of adequate orientation for the persons whom it suggests to the Civil Service Commission.

The committee has found that a detailed knowledge of the specific job for which candidates are being considered is essential for intelligent counsel or assistance on the part of chapter members in connection with the examination. The statement of duties, available through the Civil Service Commission, can be supplemented by inviting chapter members thoroughly familiar with the responsibilities involved in a given job to discuss with the committee the special skills and qualifications necessary for the position.

On several occasions, the Civil Service Committee has felt it advisable to make formal recommendations in writing or to protest requirements for examinations, and in such instances, it has sent a letter to the Civil Service Commission with copies to the head of the department involved and to the Board of Supervisors. We believe this procedure is a sound one, since both the head of the department and the Board of Supervisors are an integral part of the establishment of the position and in the development of job specifications. When it has seemed advisable, an interview has been held with the department head in order to interpret more fully the reasons for the committee's action. It has been necessary for the committee to have the power to act, for the time factor can be an important one. In such instances, however, it acts in the name of the committee only, and when the issue involved is such that the chapter should take action, the matter is then referred to the executive committee of the chapter.

The conviction that we, as social workers through our professional association, have a responsibility and contribution to make to a civil service body, is demonstrated in the attitudes of the members of the committee, who have willingly given many hours of time to the committee's activities. There has been a similar response from other chapter members who have wholeheartedly undertaken a job requested of them by the Civil Service Commission.

The relationship which exists between the Civil Service Commission and the Civil Service Committee cannot be overemphasized, since it is basic to an effective functioning of the committee. The active interest and encouragement of the participation of professional groups on the part of the chief administrative officer of the commission, as well as respect for their contribution has created an essential framework enabling the chapter committee to operate. Mutual respect, a frank interchange of ideas with the staff technician of the Civil Service Commission, a clear understanding and acceptance of the advisory nature of the committee, are all essential elements in sustaining a relationship in which the professional association can have an important part in the selection of competent social work personnel.

This coming year the Civil Service Committee plans to continue beginning steps already taken toward the establishment of a similar relationship with the City Civil Service Commission and the State Personnel Board, thus extending the scope of its activities.

The experiences of the committee have made its members keenly aware of the need for further study on the part of the social work profession as to the nature and content of the contribution it can make to civil service bodies, as well as the way in which this can best be made. We believe that if national leadership could be taken by the Association in setting up a plan for the consideration of these questions, it would serve as a strong impetus to local chapters. It would stimulate them to translate into concrete form their vital concern in the development and strengthening of professional standards in the public welfare field.

MRS. BLYTHE W. FRANCIS, *Chairman*  
*Civil Service Committee*

## The Civil Service Point of View

One of the criticisms of the "merit system" as administered by civil service commissions is that examinations for the positions to be filled—all the way from barber or butcher to social worker or doctor—are neither planned, conducted, nor graded by those who are competent in the trade or profession of the candidates they examine. It

should be stated at the outset that this criticism is made not only by the candidates and by the general public, but is one which is constantly in the minds of the personnel technicians themselves. The personnel technician regards himself as an expert in the field of personnel administration but realizes that he is often but a "layman" in relation to occupational fields for which he is examining.

In the search for means of increasing the "validity" of the examination process, various devices have been tried. One of the most successful has been the use of advisory committees made up of practicing members of a profession or trade. These committees or panels of experts (who are "laymen" in public personnel techniques) may be selected by the personnel agency itself or may be chosen as representatives or delegates by a professional group. The latter method has been used in the selection of committees to work with the Los Angeles County Civil Service Commission in the field of public welfare personnel for a period of over ten years. Committees have been appointed by the Los Angeles Chapter of the American Association of Social Workers, the Los Angeles Chapter of the American Association of Medical Social Workers, the Southern California Group of Psychiatric Social Workers, the California Probation and Parole Association, and the California State Nurses' Association. Observations which follow are based on experience with all of these committees but have particular reference to cooperation with the committee of the American Association of Social Workers.

Committees chosen by the American Association of Social Workers have varied from year to year in the amount of activity and in the type and the intensity of the problem considered. But throughout the years they have never ceased to be of value and now at the close of a particularly productive two-year period, it seems appropriate to make a formal statement as to their usefulness to the Civil Service Commission which is responsible for the selection of all personnel in the public welfare field in Los Angeles County. The services of the committee and the values to the commission and its technicians may conveniently be classified as follows:

1. Advice and guidance in the determination of content of examinations. At committee meetings, the type of tests to be included in an examination for a particular position have been discussed, the weight which should be given to various parts of the examination has been considered, and individual test items have been analyzed. Suggestions regarding the examinations for the higher and more specialized examinations such as case work director, child welfare coordinator, have been particularly helpful.

2. Grading of candidates' answers to essay type questions. In many instances this material has consisted of case analyses in which the personnel technician does not and probably should not have competence. Usually such grading has been the result of group activity in which the final rating represents the considered judgment of several practising social workers.

3. Participation in the appraisal of education, experience, and personal fitness of the candidates for the particular positions sought. This participation may take the form of membership on a board of interviewers or as a member of a conference group evaluating documentary evidence in an unassembled examination. For performance of this function, the advisory committee has suggested the names of professionally acceptable persons, both members and non-members of the organization which the committee represents. The judgments of trained and interested social workers after conference with the personnel examiner in regard to techniques of rating and factors to be evaluated are an essential part of the examination process and the determination of grades. They are also of value to the personnel technician who through such a cooperative enterprise acquires increased awareness of the skills, techniques, and social attitudes desired by the profession.

4. Recommendations and suggestions concerning duties, statements and requirements for admission to examinations. In this connection there are occasions when the exigencies of the immediate situation make it impractical or impossible for the personnel department to follow the expressed wishes or advice of the advisory committee. In the long view, such recommendations are, however, reflected in specifications and bulletins. It is only as the classification and examining technicians, the public welfare administrators, and legislative bodies within the governmental unit are made aware of the wishes of a profession that standards can be established and procedures determined that will meet the professional needs of a governmental agency.

The continuing and formally recognized interest of members of the profession has resulted in improved "public relations" with the candidates, with the local chapter of national organization, and with the operating departments. The fact that there is an acknowledged group of professional social workers in a position to interpret to the candidates, the association, and the appointing officers the program of the personnel agency establishes "good will" which is an asset of very real value to a civil service commission.

MRS. FLORA MAY FEARING  
Personnel Technician  
*Los Angeles County Civil Service Commission*



## Utah

An Institute on Social Security conducted by Karl De Schweinitz was held in Salt Lake City during the summer, under the auspices of the Graduate School of Social Work, University of Utah. There were 187 enrollments, 100 of them practicing social workers in Utah Public Welfare Departments. The other 87 were students in training, teachers, and a small number of practicing social workers in private agencies.

## San Francisco

The Post War Planning Committee of the San Francisco Chapter, in cooperation with the California Conference of Social Welfare, the School of Social Welfare at Berkeley, the Social Planning Committee of the Community Chest, and the Social Workers Placement Service of the United States Employment Service, held a meeting on September 29th to discuss the problems the city's agencies are now facing. Twenty-nine agencies were represented, and a total of 58 people attended.

Trends in service which seemed apparent from the general discussions were an increased need for vocational counseling and the training of personnel in order to do an adequate counseling job; recognition of the use of case work as a service for meeting individual problems within groups, use of inter-cultural demonstrations in youth work, particularly in commercial recreation, and increased and more dynamic in-service training to meet changing problems.

The meeting was opened by Frank Moncrief, chairman of the chapter, and chaired by Mary Cady, chairman of the Post War Planning Committee.

## Twin City

The chapter is holding an open meeting in November with panel discussions of state legislative topics of interest, working toward definite chapter endorsements and establishment of policies in the December meeting. Early in 1945, they plan to turn their thinking toward national legislation, again in open meetings.

In October, the chapter held a discussion of the National Youth Authority Act as it is being interpreted and carried out in Minnesota.

## Rochester

Dr. Esther L. Brown of the Russell Sage Foundation was the leader of an institute on The Scope of Social Work, which was held in Rochester October 25th, under the sponsorship of the chapter.

## Akron

October and November chapter meetings were devoted to studies of seven of the provisions of the Ohio Children's Code, changes in which the Ohio Children's Commission has been working on for the past three or four years. These provisions are county services to children, state services to children, amendments to the juvenile court code, paternity code, handicapped children, legal settlement of minors, and support by stepfathers.

Two of the state senators have been asked to attend the November meeting and join in these discussions so that they might understand the reasons for the changes. It is hoped then that the Children's Commission will present the proposals to the next session of the legislature.

## New York City

Twenty committees have been authorized for 1944-45 by the chapter's executive committee. Subjects covered for the first time by committee work are: staff relations; minority groups in social work; principles in agency administration; standards in probation and parole programs; trends in casework practice.

The chapter is cooperating with a group of civic organizations in support of a state veterans' preference proposal to be substituted for a sweeping constitutional amendment which has had strong support in the legislature. Participation in this cooperative enterprise was voted in the belief that it is the only realistic way to support the merit system. The chapter's committee on rehabilitation plans to study further the veterans' preference issue and hopes that other chapters and the national association will give early attention to this important question.

## Louisiana

The chapter has offered service of its members in participating in an advisory council to the Civil Service Commission. The purpose of such a group would be to think through and draw up specifications and standards for examinations for juvenile probation and parole officers. This action was brought about by a review of proposed specifications which were found to include no minimum educational requirements. As a result of correspondence with the chapter, the state director of personnel of the Civil Service Commission has requested the chapter to submit its recommendations to him. They have a committee working on such a report.

The chapter initiated action of the three AASW chapters in this state: Shreveport; New Orleans; and Louisiana—for membership in the Louisiana Legislative Council. The purpose of this organization is stated in the Constitution as follows: "By combining the efforts of state organizations and parallel groups of regional organizations operating within Louisiana, the Council is designed to expand the interest of the State of Louisiana in the process of securing enactment of laws to improve the condition of its citizens or institutions; and to further the effective administration of laws contributing to social progress of the state." The members of the organization are: League of Women Voters, W. C. T. U., Louisiana Parent Teachers Association, Louisiana Conference of Social Welfare, American Association of Medical Social Workers, Louisiana Federation of Women's Clubs, Louisiana T.B. Association, Louisiana Society for Mental Health, Business and Professional Women's Club, and the A.A.S.W.

#### Central Missouri

Each year, during the fall months, the Missouri Association for Social Welfare conducts seven Regional Conferences, the conference areas including all of the state outside the two metropolitan areas, St. Louis and Kansas City.

Three of these conferences have already been held in 1944. At each of them the chapter has arranged for the distribution of professional literature, and at two of them booths have been set up with members of the chapter providing counseling service to students of colleges within the conference area. At the conference held in Fulton, between 20 and 25 students were seen, most of whom were in their freshman or sophomore years at William Woods and Christian Colleges and the University of Missouri.

The experience with this type of chapter activity has been gratifying in the number of students reached at the point where they were choosing a career. It has also been an interesting example of cooperation between a professional and a non-professional group with common interests in improved competence in social work practice.

#### Mahoning

The chapter has been studying the need for a council of social agencies in Youngstown. A committee appointed last spring has worked hard and has come back to the chapter repeatedly for help and suggestions. At this date, the committee has mailed a questionnaire to each social and health agency in Youngstown and to many civic groups. The questionnaire consists of a few carefully selected questions pertaining to the need for better coordinated community planning.

The local social workers' study club, a group consisting of church, school and health workers, group workers and case workers, has been inactive

for the past year, and a committee of AASW chapter members has been appointed to investigate the possibility of reviving it. It is thought that with the help and cooperation of community leaders a new organization may undertake a more effective program in the future.

#### Southeastern Massachusetts

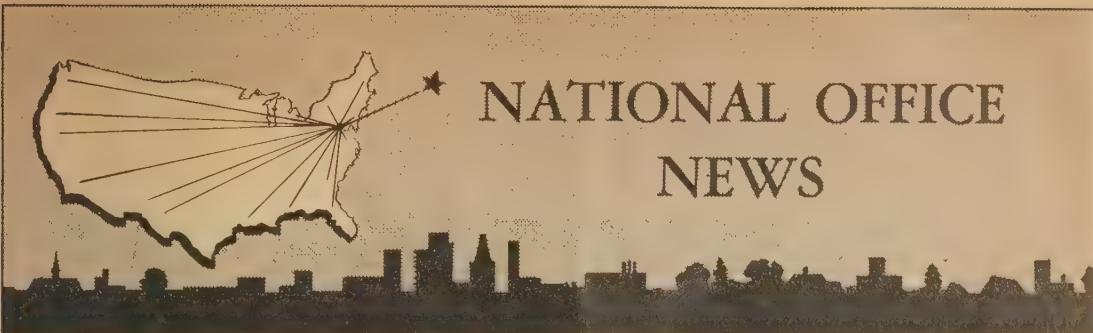
The chapter has held an open forum on the subject of cooperation between industry and social agencies. Two of the city's defense plants were represented, one by the employment manager and an employee relations counselor, and the other by two personnel counselors. Another mill was represented by a nurse. The meeting was led by Edna Carlson, Executive Secretary of the New Bedford Family Society. Miss Carlson recently made a survey of 16 local industries which revealed that each provided counseling under one label or another. In most cases, the counselor was someone employed previously or currently, in another capacity. Those whom Miss Carlson interviewed agreed that the primary qualification for a counselor is that he be a stable person. Those interviewed had little knowledge of social agencies, but were alert to referral possibilities.

The registered nurse who attended the forum and who has assistants who are also nurses reported such a wide variety of services offered that the question came up as to the scope of counseling. The counselors present advanced the view that while the purpose is to adjust the worker to his job, it is only in a narrow sense that the focus is on production, or dollars and cents, rather than on the well being of the worker. The value of psychiatric knowledge for counselors was stressed.

At the October meeting William J. Hickey, Secretary to the Fall River Board of Realtors, addressed the chapter on "Problems of Post-War Housing".

Mr. Hickey quoted statements from Mr. Blanford, FHA. Recent survey results would put a normal demand for post-war houses at 1,000,000 annually for the first 10 years, with delays caused by shortage of materials, chiefly lumber. OPA restrictions should be lifted after the war. Research should be the responsibility of industry within each community, the government to correlate results only. Building should all be by private enterprise, with subsidies from local, state and federal government where low-cost housing makes no profit possible.

According to Mr. Hickey, labor difficulties may continue even if construction does take up the slack of employment after the war. Many builders have left the field and few men are qualified to do the appraising required for loans. Mr. Hickey discussed Section 501 of the G.I. Bill of Rights, in which the government guarantees (up to \$2,000) 50 per cent of a loan made to veterans for home building.



# NATIONAL OFFICE NEWS

## National Board Meets

THE first meeting of the National Board for the year 1944-45 was held in New York on October 5, 6 and 7. Accomplishments of the past year were reviewed in the reports made by committee chairmen and plans were formulated for carrying forward programs already under way, as well as for inaugurating new activities. The plans of the Association for the coming year can be grouped under the following general headings: social work practice and professional education, organization and planning of the social services, administration and services to the membership.

### The Armed Forces

The Wartime Committee on Personnel has been concerned with developments in the armed forces which this last fall resulted in the issuance of a special letter by the Secretary of War urging that all men in the Army eligible for military social work positions be reclassified in order that they might be given social work assignments. The question of commission status for social work personnel was considered and plans are under way to present evidence to the responsible officials in the War Department as to why commissioned status for social workers is essential if they are to take their part as equal members of a hospital or clinic team dealing with neuropsychiatric patients. Results of a questionnaire to social workers in the armed forces are now being summarized and recommendations based on the responses will be made by the Wartime Committee to functional agencies, schools of social work and other individuals and organizations interested in this information.

### Civil Service

The second major concern of the Wartime Committee on Personnel has been the relationship of professional associations with civil service officials. A Subcommittee on Civil Service was

authorized at the last meeting of the committee and is now in process of organization.

### Recruitment

Special consideration was given by the Board to obtaining means for financing the special recruitment campaign which has been carried on by the Wartime Committee during the past year. Unless additional funds are available it appears now that the recruitment program will have to be seriously curtailed or discontinued entirely after the first of the year.

### Personnel Practices

The continued growth of social service programs during the past four years and the accompanying demand for qualified personnel has focused attention once again on the important question of what constitutes good personnel practices in the social work field. A new national committee on personnel practices has been organized to consider recent developments and to bring up to date the Association's Statement About Standard Employment Practices which was adopted in 1937. The committee has been centered in Chicago with Mrs. Florence Hosch as chairman. Representatives of chapters in the midwest will serve on this committee.

### Retirement Plans

A report on the retirement plan developed by a special committee of Community Chests and Councils, which is now being put into operation, was presented to the Board. Action was taken to encourage widest possible discussion of the proposed plan among Association members and several names were submitted to the organizing committee from which a representative of the AASW would be selected to serve on the Board of Directors of the proposed organization.

### Practice and Education

A report from the Committee on Social Work Practice and Professional Education revealed that

after considerable discussion regarding the best approach to filling its assignment a decision had been reached to undertake as a first step the job of preparing a statement defining the generic processes in professional social work practice. Clara Kaiser of New York has accepted the chairmanship of this committee. After work on the preliminary statement has been completed the material will be made available to chapters for discussion and comments.

### Organization and Planning

The national Committee on Organization and Planning of the Social Services was reconstituted. The National Board approved the recommendations of the committee authorizing the creation of a subcommittee on full employment, and continuation of the existing subcommittees on medical care, international relief and rehabilitation, social security, and services to youth. Action was taken also authorizing the national committee to proceed with legislative and educational programs designed to carry out the principles adopted by the last delegate conference in the areas of public social services and international relief and rehabilitation.

### Membership Administration

The National Membership Committee with Genevieve Gabower as chairman was reconstituted. The National Board approved the program to recruit new members of the Association with special emphasis on obtaining student members which had been worked out by the Committee.

### Publications

A report from the newly created Committee on Publications of which Russell H. Kurtz is chairman included proposals for making THE COMPASS more attractive and useful to the total membership. Emphasis was placed on developing a sound editorial policy and providing the means through which an exchange of experiences among chapters could be facilitated. Some of the changes recommended by this committee have been put into effect in this issue of THE COMPASS.

### New Board Committees

A special Board Committee on Chapter Organization was established to consider problems of chapter organization. This committee will give its attention not only to questions related to organization of new chapters but will also consider some of the factors which are essential to strengthening chapter programs and administration.

A special committee of the Board on bylaw changes was also established. A specific assignment to this committee deals with the possibility of changing the program year of the Association

and changing from annual to biennial elections of officers.

### Finances

Action was taken to approve a preliminary budget for 1945. There was general agreement that every effort should be made to have expenditures during 1945 kept within the anticipated income. The balance available the first of 1944 has been used to finance the program of recruitment to social work, and an appeal for foundation support to make possible continuation of the project was authorized. There was general regret that if the appeal fails it will not be possible for the Association to continue the recruitment program in which so much progress has been made during the past year.

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### Army Correction Division

Appointment of a civilian Board of Consultants to act in an advisory capacity to the Army's recently created Correction Division for military prisoners, was announced on October 14 by the Honorable Robert P. Patterson, Under Secretary of War.

The Board of recognized authorities in the field of penology include Sanford Bates, Commissioner of the New York State Division of Parole; James V. Bennett, Director of the Federal Bureau of Prisons; Edward R. Cass, General Secretary of the American Prison Association; Reed Cozart, Associate Warden of the U. S. Penitentiary, Leavenworth, Kansas; William J. Ellis, Commissioner of the New Jersey Department of Institutions and Agencies; Dr. Garrett Heyns, Director of the Michigan State Department of Corrections; Warden Walter A. Hunter, U. S. Penitentiary, Leavenworth, Kansas; Richard A. McGee, Director of the California State Department of Corrections; and Warden Joseph Sanford, U. S. Penitentiary, Atlanta, Georgia.

Also serving on the Board is Austin H. MacCormick, Consultant to the Under Secretary in matters relating to military penology.

Directed by Colonel Marion Rushton, Administrative Officer for the Under Secretary of War until his recent appointment, the Correction Division of the Office of The Adjutant General has staff supervision over the Army's six rehabilitation centers and five disciplinary barracks, as well as installations for the detention and rehabilitation of general and garrison prisoners in overseas theaters of operation.

Mission of the rehabilitation and detention centers is to restore to honorable status in the Army those prisoners who demonstrated their fitness for further service, and to provide those to be discharged because of their unfitness a program of training which will help them to meet more successfully the duties and obligations of citizenship.

# WAC Recruiting of Psychiatric Social Workers

*Statement Issued by Wartime Committee on Personnel*

The Women's Army Corps is seeking civilian social workers to serve as military psychiatric social workers. The minimum qualifications include two years' experience in a public or private social or health agency, or graduation from a recognized school of social work. Social work is one of several categories of civilian professions and occupations from which the WAC hopes to draw trained and/or experienced women to serve as "female medical technicians in military installations." Efforts are now under way throughout the country to enlist the interest and services of social workers in this first opportunity for professionals to serve psychiatry in the Army in the interests of unadjusted soldiers and mental patients. Social workers who join the WAC will be assigned to different units in the Army's mental hygiene and psychiatric program, which range from services aimed at the prevention of mental ailments through units for the care of ill and convalescent psychiatric casualties.

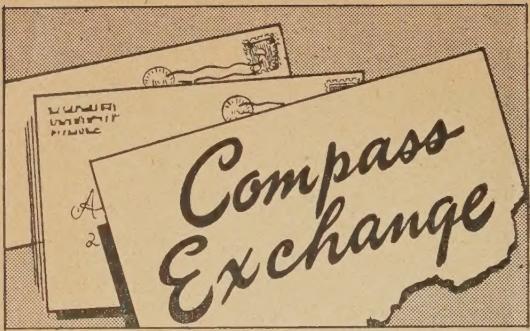
The most important consideration which must be recognized by all women interested in this program is that when they enroll in the WAC, they enter upon the life of a soldier. WAC military psychiatric social workers must undergo basic training and after that, although assigned to hospital and clinic units with psychiatric social work assignments, will lead the life of any other enlisted or non-commissioned WAC. A second consideration is related to the opportunities for obtaining officer status. Social work is the newest civilian profession represented among Army assignments. It may have to repeat the history of some of the other professions of earning its right to military status as a profession. Social workers entering the WAC will not be able to receive commissions and continue their work in the military psychiatric social work program. On the other hand, a civilian social worker joining the WAC can be sure of the following: She will be given a military psychiatric social work assignment. Despite variation in practice at the local level, military neuro-psychiatry definitely prefers trained and, if possible, experienced social case workers. There is a good chance, of course, that any WAC psychiatric social worker might find herself completely on her own in defining and developing her job. In many instances she will find that there is no provision for professional supervision, for in-service indoctrination, in-service training, evaluation and all that usually goes with "on the job" development of an individual's skills. However, if she is sure of her own skills and able

to work non-competitively and productively in relation to military psychiatry and psychology, she will find increasing pioneer opportunities to serve patients with skills not offered by psychiatry and psychology. Furthermore, there is every evidence that civilian trained social workers who can bring flexibility, professional clarity and concern about the patient, as well as a pioneer quality to the job, can contribute a great deal to psychiatric social work. Civilian social workers joining the WAC will have an opportunity to play an important role in the expanding program of service to patients. The quality and quantity of civilian social workers who enlist in the WAC may determine the extent to which additional opportunities for professional social work will be provided within the military setting.

There is nothing about the present and projected use of military psychiatric social workers that would imply competition with, nor displacement of, American Red Cross hospital or clinic psychiatric social workers. National headquarters of ARC has reaffirmed its general policy with specific application to military psychiatric social work in that the American Red Cross psychiatric social workers are to be available for consultation requested of them by the military, but are not to undertake the supervision of military psychiatric social workers.

Because some of the military policy about the use of psychiatric social workers is established at the local level, there may be opportunities in actual practice for the WAC psychiatric social worker and the Red Cross psychiatric social worker, under psychiatric leadership, to work on questions of case assignment, referrals, and joint working relations as they differentiate the social services of the military and of the Red Cross.

The Wartime Committee on Personnel believes it important that civilian women social workers eligible for WAC enlistment know of the military demand for and need of their professional skills. The enrollment of an adequate number of properly qualified social workers will do much to meet the very great military need for relieving the neuro-psychiatrist of such functions as can be delegated in order to speed up the diagnosis, care and disposition of patients. All interested persons are urged to communicate with their nearest District Officer Procurement Office or Army Recruiting Office or write to the Adjutant General's Office, WAC Planning Branch, 4327 Munitions Building, Washington, D. C.



## Rating Professional Competence

Dear Mr. Anderson:

I was greatly interested in Dr. Coyle's statements in her President's report regarding professional competence in social work.

To encourage member thinking along this line, I submit the following for publication in THE COMPASS.

The professional competence of a social worker is difficult to measure. Personality changes and social adjustment of clients are qualitative and involved and cannot be summed up as evidence of the proficiency of the social worker who has helped to bring them about.

Completion of courses of study, service for professional associations, or experience on the job are not proof separately or together of professional competence, yet all contribute to the growth of competence.

Social workers generally do not know how to measure their competence. They wish to know how they rate professionally. As they function on the job do they show professional skill? What are evidences of professional competence in social work?

Only if a social worker is aware of her place on the professional scale can she take intelligent steps to achieve greater competence.

Doctors, lawyers, and engineers have criteria for determining professional competence. The following rating scale is presented to aid social workers in evaluating their professional performance. It is patterned after "Measures of Professional Competency and Consciousness," by Dr. H. S. Rogers, President of Polytechnic Institute of Brooklyn.

### RATE YOURSELF

The numbers 1 to 5 indicate five levels on the professional scale. To find your level place a mark after the appropriate number under each of the five measures of professional competence.

#### Knowledge of Principles and Methods:

1. .... Elementary knowledge of laws and regulations governing social services.
2. .... Such knowledge at the college level, including knowledge of history, sociology, psychology, economics and other related fields of learning.

3. .... Broad knowledge of principles and methods; graduate of a school of social work; ability to critically analyze professional and related literature.
4. .... Contributor to theory and methods of the profession.
5. .... Creative contributions of great value to the profession.

#### Practical Facility in Application of Principles and Methods:

1. .... Experience in standard welfare practices.
2. .... Knowledge of and facility in methods and practices.
3. .... Ability to adapt theories and principles to active practice.
4. .... Leader in development of practice.
5. .... Creative originality in adapting knowledge gained from experience and in discovering new techniques.

#### Ability to Organize and Lead:

1. .... Competent worker.
2. .... Worker responsible for unit.
3. .... Supervisor of area or function.
4. .... Responsible charge—director or area supervisor.
5. .... Administrator of large agency.

#### Habits of Personal Efficiency:

1. .... Tactful, considerate, amenable.
2. .... Discerning, accurate, thorough.
3. .... Disciplined in efficiency.
4. .... Energetic, aggressive, original.
5. .... Creative, imaginative, farsighted.

#### Traits of Personal Conduct:

1. .... Honest, fair and right in conduct.
2. .... Persistent good sportsmanship.
3. .... Professionally ethical in conduct.
4. .... Unselfishly devoted to welfare of profession and public.
5. .... Altruistic, inspirational, broad-visioned leadership.

What is your rating? 1, 2, 3, 4 or 5? You are probably not on the same level for each of the measures of competence. The numbers 1 to 5 indicate the following levels on the professional scale:

- 1—Investigator (sub-professional).
- 2—Junior case worker.
- 3—Competent practitioner.
- 4—Distinguished social worker.
- 5—Eminent social worker.

There is great need for competent social workers and for distinguished social workers capable of leadership. Every social worker has the professional obligation to function to her fullest capacity and to seek the education, training and experience which will bring her greater competence.

The world situation compels us to face the fact that social workers need to equip themselves to serve larger numbers of people more effectively.

To meet today's challenge social workers should analyze their professional competence and take steps to improve through larger effort, advanced study, and greater professional contribution.

It is hoped the above rating scale will stimulate discussion and encourage more complete formulations of competency in social work.

JOSEPHINE STRODE  
Ithaca, N. Y.

## Military and Civilian

Dear Editor:

From a quick review of articles published in professional magazines it appears that the efforts of social workers during the present emergency may be described as falling into two general categories. These are: first, those of civilian social workers dealing with both civilian and military situations; and second, those of military social workers filling military assignments.

A third field of activity also exists: the efforts of military personnel in assisting and fostering civilian social work activity. Some individual social workers who are now in military service have been doing work in the communities in which they are stationed which may have a far reaching effect upon the growth of professional social work after the war. Perhaps it is inherent within the structure and function of social work as a profession, or perhaps it is inherent within the personalities of individual social workers that they discover needs in communities in which they make their home, and feel a responsibility to offer professional services where these can be of value. In any event, individual social workers now in military service have undertaken extra-curricular activities in which social work training and experience is utilized, and from which values accrue to the community.

Although my experiences may not be typical, they may indicate the type of work which some social workers now in the Army are doing with civilian agencies. At one time I was stationed in a large Southern city with a group of men who had professional training in psychology and social work. For a number of different reasons these men sought out the members of their profession—for the social contacts which could be made, to expand professional contacts, through a desire to exercise professional skills, and because of a feeling of professional responsibility.

Each of these men undertook a job which suited his own experience and skills and for which a need existed. Some who had group work experience acted as volunteer leaders in the community centers and settlement houses in the city. These men brought leadership experience, gained principally in northern

metropolitan communities, to these institutions. These men assisted in the organization of house congresses and councils—an innovation in many of these centers, and others helped in programming basketball tournaments, festivals, etc.

Men who had worked with the Juvenile Court in their home communities did similar work here. Some performed psychometric examinations of delinquents known to the court and interpreted the results to the proper authorities. Others prepared social histories in certain cases to help understand more fully the factors entering into the delinquency of a particular child. Home visits were made where this appeared advisable, and in a few instances big brother relationships were developed between the young delinquent and an enlisted man.

At the present time I am stationed at an Army Air Forces Field near a much smaller community, one into which professional social work has not made strong inroads. Here also men with social work training and experience have performed useful tasks and helped strengthen the social services offered by the community. One soldier is a volunteer leader of a boys' club, another teaches crafts at the boys' club, and a third cooperated with the USO executives in planning programs. If there were greater opportunities for service, enlisted men would certainly make use of them.

The foregoing material relates more or less directly to my own experiences. From discussions with other men I have learned of other soldiers who are doing valuable work. One former social worker and his wife have opened a canteen for teen-agers. This canteen has its own band, regular dances, a game room and a soft drink bar, and has received favorable publicity in the local newspaper. Another soldier has been interested in the Mexican children in Texas and has been conducting studies and helping them with their school work. Other men have worked with the juvenile court doing work which has made the court's work more cognizant of the needs of the individual child. Many men have assisted with group work programs in community centers and have volunteered part-time services at summer camps.

In addition to the specific activities carried on by the social workers in uniform, it must be remembered that the efforts of these men is bringing an awareness of the *profession* of social work to people who have never regarded social work in this light. These men have made responsible citizens aware of the needs in their communities which have gone unmet, and are showing how these needs can be met, through the demonstration of professional skills.

Because of the restrictions and limitations imposed by the military situation it has not been possible to give the names of people or places in this communication; however, this may be secured through letters from individual soldiers. It may be of interest to the profession of social work to have a record of the work of social workers in uniform with civilian agencies both as part of the record of social services offered during the national emergency and as part of the record of the social work profession itself. It may, therefore, be wise and fruitful to solicit further information about such activities for the addition of individual activities may indicate a considerable influence in the growth of social services.

PVT. NATHAN HURWITZ

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DIVISION OF CHILD WELFARE

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